DOCUMENT RESUME

ED 248 446 CG 017 720

TITLE	Opening Doors for Children: A Study of the North Carolina Community-Based Alternative Program.
INSTITUTION	Governor's Advocacy Council on Children and Youth, Raleigh, NC.; John Howard Association, Chicago, Ill.
SPONS AGENCY	Office of Juvenile Justice and Delinquent Prevention (Dept. of Justice), Washington, D.C.
PUB DATE	Aug 83
GRANT	80-JS-AX-0011(S-1)
NOTE	71p.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Adolescents; *Delinquency Prevention; Financial Support; *Juvenile Courts; Secondary Education; *State Programs; Youth Problems; *Youth Programs
IDENTIFIERS	*Community Based Alternatives Program; Juvenile Justice; *North Carolina

ABSTRACT

North Carolina's Community-Based Alternatives (CBA) program serves more than 44,000 youths each year. To obtain local criminal officials' and juvenile justice program practitioners' reactions concerning the operation of the CBA, information was gathered from 107 questionnaires completed by local social service, school, and juvenile court representatives from 33 North Carolina counties. In addition, eight on-site visits were conducted by the review team. An analysis of the results showed that the CBA is opening doors for youths all across the state and that citizens and professionals at both the local and state levels are extremely satisfied with the program. Recommendations for program improvement included an increase in statewide funding for the CBA program to finance new services, to provide incentives to effective programs, and to staff the task force. Specific recommendations for task force refinements focused on voting clarification, monitoring roles, data gathering methods, priority setting guidelines, membership expansion, and membership training and orientation. Finally, it was recommended that task forces assume responsibility for educating local citizens regarding their mandate, role, and responsibility; the needs of youth; services being provided; and the process by which programs are funded. (BL)

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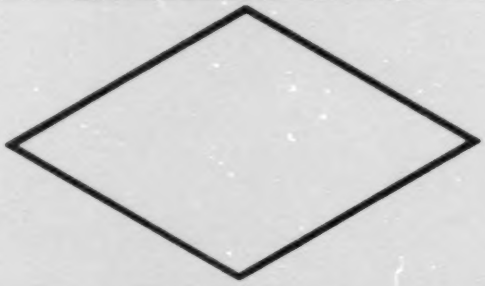
OPENING DOORS FOR CHILDREN

A Study of the North Carolina Community - Based Alternatives Program

A John Howard Association Report
for the
Governor's Advocacy Council on Children and Youth



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CG017720

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A Study of the North Carolina Community-Based Alternatives Program

Prepared By:
The John Howard Association
Chicago, Ill.

August 1983

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Prepared under Grant #80-JS-AX-0011(S-1) from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Assistance, Research and Statistics, U.S. Department of Justice. Points of view or opinions in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.

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EXECUTIVE SUMMARY

With the passage of HB 456 in 1975, North Carolina's Community-Based Alternatives (CBA) has grown. Its budget of $250,000 in 1976 has increased to almost $4.5 million in FY 1982. In FY 1982, more than 300 local programs served nearly 44,000 youth. All 100 North Carolina counties are participating in the CBA program.

As part of an ongoing assessment of the state's juvenile justice system, the Governor's Advocacy Council on Children and Youth contracted with the John Howard Association, a private non-profit agency in Chicago, Ill., to conduct an independent assessment of the North Carolina Community-Based Alternatives Program.

The major focus of the study was an assessment of the operation of the local CBA task forces responsible for planning, prioritizing needs, allocating funds, and monitoring grantees.

The Association consultants, along with GACCY staff, conducted on-site visits in eight counties, one in each of the DYS/CBA regions during May and June 1983. In addition, questionnaires were mailed to various agency representatives in 33 other counties representing each of the North Carolina judicial districts. Conferences were also held with various state level CBA and DHR representatives.

As a result of these activities, the final report Opening Doors for Children, was presented to GACCY and adopted by the Council. The report includes a summary of the history of CBA in North Carolina and its impact on the juvenile justice system, a comparison of North Carolina's CBA act to similar legislation in other states, an in-depth look at the operation of the county task forces, and a set of recommendations.

This report shows that CBA is indeed "opening doors for children" all across this state and that citizens and professionals at both the local and state levels are extremely satisfied with the program.

While the report is very positive, it does offer a set of recommendations which GACCY feels will help make a good program even better. These are:

1. Statewide funding for the CBA Program should be increased by $2 million.

2. If new funds are appropriated for CBA, the state should consider recommending that a portion be used only for new services.

3. Consideration should be given to offering counties increased incentives for programs which actually divert sentenced youth from training schools.

4. Serious consideration should be given by the state for allowance of a portion of CBA monies to be utilized for staffing needs of the task force.

5. The "conflict of interest" issue regarding members of the task force voting for their own funding and/or their support of sister agencies must be resolved.

6. The local task forces should be required to perform in-depth monitoring of CBA programs.

7. Task forces, in their planning process, should use a broader base of data than just that offered by the juvenile justice indicators and the CBA Management Information System.

8. One of the roles of the local CBA task forces should be to establish a working definition of "child at-risk" to set priorities for their counties.

9. Task forces should expand membership to include the following:

   -Non-related professionals
   -Nonprofessionals
   -Volunteers (as task force members or committee members)
   -County commissioners (perhaps not as voting members but for the purpose of education and the continuing development of a constituency for support of the task forces)
   -Youth
   -Minorities

10. The CBA mandate and purpose should be clarified for task force members.

11. Training and orientation of new task force members must be a priority. This should be very structured, and a requirement for service on the task force. Each individual task force should have a local operating manual in addition to the state manual.

12. Task force members should have the opportunity to be exposed to a variety of information that aids in their functioning. This should include:

    -Opportunities to share experiences with other task force members from other counties
    -Opportunities to attend regional and statewide CBA meetings
    -Information regarding innovative programming with youth
    -Information regarding other CBA funded programs in other counties or regions
    -Opportunities to discuss the operations, policies, procedures and funding issues of the task forces with other task force members

13. Task forces must accept responsibility for educating local citizens regarding their mandate, role, responsibility, needs of youth, services being provided, and the process by which programs are funded.

PREFACE

The Governor's Advocacy Council on Children and Youth has as part of its legislative mandate a responsibility to conduct "a continuing review of existing state government programs for children and youth and their families." In fulfilling this mandate, the council set as a priority the assessment of the North Carolina Community-Based Alternative (CBA) Program.

Using funds received from the U. S. Office of Juvenile Justice and Delinquency Prevention, the council contracted with the John Howard Association of Chicago, Ill., to conduct the study. The John Howard Association has conducted juvenile justice studies and developed state plans in more than 30 states. In North Carolina, they produced the 1981 GACCY report, Therapeutic Camps and Training Schools in North Carolina and provided technical assistance for the 1983 GACCY report, No Place for a Child: Children in North Carolina Jails.

The council is extremely pleased with the results of this report. Opening Doors for Children documents many reasons to praise the CBA program in North Carolina. The council would like to commend the North Carolina General Assembly and the Knox Commission, the 1974 legislative study commission that recommended Community-Based Alternatives, for initiating such a successful and important program for the young people of this state.

GACCY would like to offer a special thanks to Ken Foster, Assistant Director of the Division of Youth Services, and the CBA staff for their help in gathering data and coordinating county visits. We also thank all of the representatives from the county task forces, county governments, county departments of social service, juvenile courts, local school systems, area mental health centers, and law enforcement agencies whose cooperation made this report possible. Finally, Don Jensen of the John Howard Association deserves credit for the writing of this report and John S. Niblock and Angie R. Mallonee for the overall management and coordination of the study.

GACCY hopes this report will be of interest and use to policy makers and local task forces involved in the Community-Based Alternatives Program. We feel the recommendations in this report will serve to strengthen a good program and we are committed to following through with them.

Herb Stout
Chairman, GACCY

September 1983

INTRODUCTION

The Governor's Advocacy Council on Children and Youth (GACCY) as part of its mandate and with the aid of an Office of Juvenile Justice and Delinquency Prevention (OJJDP) grant has issued a series of reports describing and recommending reforms in various components of the juvenile justice system in North Carolina. In several of these efforts GACCY contracted with the John Howard Association (JHA), a private, non-profit consulting firm, to assist with the studies. Several of the reports produced by JHA were highly critical of certain programs' inability to address the problems of juvenile justice in North Carolina. However, this report on the Community-Based Alternatives (CBA) Program does not follow that trend and, in fact, finds much to praise.

Overall, officials from all levels of government, task force members, and participants who were surveyed or interviewed expressed extreme satisfaction with the program. They supported the concept, expressed praise for Division of Youth Services (DYS) staff who administer the program, and felt that programs funded with CBA monies are vital and professional operations.

The Community-Based Alternatives Program has worked well so far. The Division of Youth Services has been true to its role of providing technical assistance while trying to provide as much local autonomy as possible. Gradually, with the assistance of local officials and program providers, minimum standards for the programs funded by CBA monies have been developed. As a result, monitoring and evaluation of these programs will improve. Technical assistance to counties is aiding in the continuing development of the local task forces. In general, the CBA Program is and has been successful.

This report spends much of its time describing and discussing issues related to the operation of the local task forces responsible for planning, prioritizing of needs, allocation of funds, and monitoring of grantees. It makes several suggestions for possible fine-tuning of the task force operation.

The report includes:

- a description of the program and its origins
- information regarding similar types of programs in other states
- the impact of the program statewide
- a description of several of the functions of the task force and typical comments received during the study
- a set of recommendations.

The Community-Based Alternatives Program has been a progressive step for the juvenile justice system in North Carolina. As with all initiatives it needs to be continuously monitored and evaluated, to ensure that it is

meeting the needs of both the state and the children it is intended to serve. All social institutions are dynamic in nature: what works well today may not be effective tomorrow. At this point, however, the CBA deserves strong support for its success in aiding the development of a comprehensive system of community services.

METHODOLOGY

The Governor's Advocacy Council and the John Howard Association embarked upon a study of the Community-Based Alternatives Program to obtain local criminal justice officials' and juvenile justice program practitioners' reactions concerning the operation of the CBA. Data was obtained through self-report, mail-out questionnaires, and on-site interviews. This survey was designed to provide the advocacy council with a broad, general knowledge of the strengths and weaknesses of the program as it is currently operating while obtaining suggestions of ways to improve its operation. This statewide survey is complementary to the more intensive evaluations completed by local advocacy councils in Watauga and Wake counties.

On-site visits were conducted in eight counties, one in each of the DYS/CBA regions. An attempt was made to choose counties which represented (a) the diverse geography of North Carolina, (b) urban and rural populations, and (c) unique demographics, such as Scotland County with its high Native American population and Onslow County with its transient armed services population. With the exception of Durham County, all on-site visits were completed within one day. Depending upon the size of the county and the number of programs funded by CBA monies, the on-site team varied from one to four members. The visits were completed during the last week of May and the first week of June, 1983.

Simultaneously, questionnaires were mailed to 33 other counties representing each of the North Carolina judicial districts. (District 15A, Alamance County, and District 14, Durham County, received on-site visits. Therefore, mail-out questionnaires were not sent to them. District 10, Wake County, was independently surveyed by the Wake County Child Advocacy Council.) Two types of questionnaires were distributed: a general questionnaire related to the task force's operation and a one-page questionnaire asking for impressions on each of the programs receiving local CBA funds. These questionnaires were sent to representatives of juvenile courts, law enforcement agencies, county departments of social services, and county and city schools. One hundred and seven (107) responses were received from the 33 counties. Appendix 1 includes copies of the questionnaires used for interviews during the on-site visits and copies of questionnaires sent to the 33 counties.

TABLE 1

COUNTIES THAT RECEIVED ON-SITE VISITS

Alamance	Nash
Burke	Onslow
Durham	Pasquotank
Macon	Scotland

TABLE 2

COUNTIES THAT RECEIVED QUESTIONNAIRES

Ashe
Avery
Beaufort
Buncombe
Caldwell
Camden
Carteret
Caswell
Chatham
Clay
Cleveland
Columbus
Cumberland
Davidson
Duplin
Forsyth
Gaston
Guilford
Halifax
Harnett
Hertford
Mecklenburg
Montgomery
Pender
Person
Pitt
Robeson
Rowan
Surry
Transylvania
Union
Wayne
Wilson

BACKGROUND

The formal origins of the Community-Based Alternatives Program began in 1974 with the formation of the Knox Commission. Instructed to study the problems of institutional overcrowding, the commission formulated House Bill 456, the Community-Based Alternatives Act. HB 456 was introduced to the General Assembly in 1975 and passed with strong bi-partisan support.

In many ways this legislation was the culmination of reform efforts aimed at removing "status offenders" from North Carolina's training schools. With the publication of a North Carolina Bar Association study, As The Twig Is Bent, legislative consciousness had been raised about inappropriate commitments to the training schools, lack of coordination and cooperation among segments of the juvenile justice system, and the need for local communities to be able to work with their "problem youth."

The passage of HB 456 included no appropriations except for $15,000 to fund a technical advisory committee to aid in the implementation of the program. The first appropriation in 1976 of $250,000 was awarded to counties on a competitive basis and resulted in the support of 33 local programs. The Community-Based Alternatives Program has grown rapidly. Expenditures in fiscal year 1982 were almost $4.5 million for 302 programs serving nearly 44,000 youth. As of fiscal year 1983 all 100 North Carolina counties are participating in the program.

Allocation of Funds:

Monies are allocated to the counties under an entitlement formula. A base grant of $2,500 is given to each county. This is supplemented by providing a pro-rata share of the remaining monies available to counties based upon their percentage of the state's youth population between 10 and 17 years of age. All counties deciding to participate are required to match the state dollars with local dollars based upon their ability to pay. This ability is determined by using the "social services equalization formula" which takes into consideration the following factors:

- Sales tax collection per capita,
- Property tax per capita,
- Average monthly number of AFDC recipients per capita, and
- County share of AFDC expenditures per capita.

Based upon this formula, the counties are divided into three categories requiring them to provide a 30 percent, 20 percent, or 10 percent match. The local match required for state funds may include either cash, in-kind contributions, or a combination of the two.

The "strings" attached to the receipt of this money are very few. They include the following:

- The administration of all CBA funds must be in accordance with the local government finance act.

- Each program receiving Community-Based Alternative funding must submit a program agreement form, including a proposed line-item budget.

- At the end of the third quarter of each year, the anticipated balance of unexpended CBA funds must be reported to the Division of Youth Services so it would be possible to redistribute the funds.

- Counties must (a) provide an annual plan for the provision of services, (b) ensure that the CBA dollars are used "exclusively for programs that provide direct services to children who have either been adjudicated delinquents or status offenders, or are at risk of being formally involved in the juvenile justice system," (c) ensure that programs receiving state funds are appropriately licensed, (d) ensure that any purchase of service contracts are with programs that would be eligible for these funds, and (e) utilize generally accepted accounting procedures to guarantee the integrity of the expenditures of CBA funds.

County Task Forces:

It is suggested that the counties establish a task force to assess, plan, and prioritize their own need for CBA funds. It is also suggested that they examine whether it is in their best interest to cooperate with other counties in the development of programs. There is no requirement for the development of a task force or cooperative programming with other counties. All counties have chosen to utilize the task force concept. Few counties have entered into cooperative programming agreements.

The fact that counties all utilize the task force process is related to a variety of factors. Not the least of these is the inherent common sense involved in bringing together all key juvenile justice actors to assess and plan for need. Secondly, technical assistance provided by the state encourages the development of such a structure. Thirdly, local distribution of federal juvenile justice and delinquency prevention (OJJDP) funds requires such a planning group. Lastly, in 1982 the task force concept received further state support through a certification process providing counties an administrative grant for $250, if their task force satisfied the certification standards established by the Division of Youth Services.

The certification standards focus on three major elements of the operation of the task force: structure, composition of membership, and communication procedures. These minimum standards were developed through the efforts of a statewide task force and feedback from a task force survey in which 99 counties participated. Standards required for certification include:

- The development of a set of written policies or by-laws.

- Representation on the task force from eight major segments of the community including
  - representation of each of the local school systems,
  - representation of each public and private agency,
    - that receives state CBA funds
    - that receives OJJDP funds, and
    - whose chief function is to serve children in trouble with the law
  - representation of the juvenile district court,
  - youth representation,
  - adult volunteers in the juvenile justice system,
  - citizens concerned with juvenile delinquency but not employed by a human service agency,
  - representation of county government,
  - balanced representation of significant minority groups based on county population ratios.
- Established policies and procedures which ensure that all task force meetings are open to the public, that minutes are taken and distributed, and that the regional CBA field consultant is informed of the meetings of the task force and sees copies of the minutes.
- That external communication procedures are developed that communicate the availability of CBA funding, make annual needs assessment information available to all agencies interested in serving children or their families, and inform members of the task force and other interested members of the community about the task force meetings.

To aid counties in the development of a task force and a sound planning and allocation process, the Division of Youth Services published a CBA Task Force Manual (revised in January 1983). This manual details the minimum standards required for certification as well as suggested standards which would aid in the operation of the task force. Samples of by-laws, program agreements, committee structures, and recruitment suggestions are included in the manual. In addition, the DYS/CBA regional consultant is available to help any counties in the refinement of their task force operations.

Task force representatives are appointed by the county commissioners. Since the county is the pass-through agent for the CBA funds, the county commissioners make final decisions about the allocation of the funds and the programs to be funded. However, with very few exceptions, the county commissioners follow the recommendations of the task force.

CBA Monitoring:

State monitoring of the CBA is limited to three major areas of feedback:

- o the regional consultant's involvement with the county task force and annual visits to CBA funded programs,
- o individual client tracking forms for non-school related programs, and
- o quarterly monitoring forms for school-related programs.

In addition, county fiscal audits by the audit services division of the Department of Human Resources are performed at least once during a five-year period.

Until recently the program reviews by CBA field consultants were relatively unstructured and were more or less designed to provide assistance for programs which were having obvious problems. In fact, it is the division's policy to provide technical assistance rather than to act as an enforcement agency when it comes to monitoring counties and CBA programs.

In the same vein, the division has worked with six statewide task forces to develop minimum standards for Community-Based Alternative Programs. These task forces were comprised of private service providers, county officials, and state CBA staff. These standards have now been finalized and were published January 1, 1983, to be used in this funding cycle. The defined purpose of these standards is as follows:

- o The purpose of CBA standards is to establish minimum program requirements and performance criteria which will enhance the likelihood that North Carolina's Community-Based Alternatives Program will contribute to the reduction of juvenile crime and the inappropriate institutionalization of delinquent and status offender youth.
- o The further purpose is to establish a mechanism by which youth-serving professionals may monitor their client characteristics and which provides regular feedback on certain key variables by which they may assess their effectiveness in working with these clients.

With the promulgation of the minimum standards, the division, through its utilization of task forces, has established critical standards for program operation and performance criteria. These will be utilized by the CBA field consultants to monitor each of the CBA-funded programs. Although it is the division's policy to utilize these standards in a non-punitive manner by identifying areas of need for technical assistance, there is provision to stop CBA funding if programs violate a "critical program standard," and refuse to make a good faith effort to comply with minimum standards (including the performance criteria).

The establishment of minimum standards, in conjunction with the fiscal audit and client tracking forms, will greatly enhance the division's ability to monitor the CBA. Unfortunately, the management information system based upon the client tracking forms is still not capable of providing timely computerized feedback to the counties. Therefore, the CBA field consultants must hand-tabulate and collate county data to be fed back to the county task forces to aid in their monitoring and planning functions.

RELATED ACTS IN OTHER STATES

Several states passed legislation in the 1970s designed to reduce the population of state correctional institutions. Typically these acts have a wide variety of features which are quite similar. In a manual to be published later this year by the National Institute of Corrections, these features are designated as:

- o A specific target group
- o A subsidy to some local unit of government
- o A performance factor
- o Local control
- o The development of a comprehensive plan
- o A formula governing the amount of the subsidy
- o Voluntary participation in the act
- o Restrictions on the use of subsidy money

Chart 1 compares five states in relationship to each of these factors. Appendix 2 includes more detailed summaries of each of the state's acts. There are some interesting differences between North Carolina's Community-Based Alternatives Act and those of other states.

One of the more pronounced differences relates to the performance factor. In North Carolina, there is no penalty to the county if it continues to commit youth at a high rate. California's Subvention Program provides for a penalty to the county, if it goes over a historically established commitment rate. Like North Carolina, Wisconsin does not have a performance factor *per se* in its Youth Aids Initiative. Rather, the state provides the county with a sum of money it can use to purchase services it needs for youth, including correctional institution services. Therefore, the county purchases training school services from the state in the same manner as it purchases locally provided psychological services, foster care, or crisis and shelter care. The training school budget is 100 percent funded by county purchase of services. This is an interesting concept because counties are beginning to judge the "quality" of services they receive from the training schools in the same way as they make judgments on the quality of the other services they purchase.

Another difference between the North Carolina act and that of several other states is the target group. Minnesota, Kansas, and California all target both adults and juveniles. Oregon and Virginia target adults and North Carolina and Wisconsin target only juveniles.

Although participation in the North Carolina act is optional for counties, all 100 of the state's counties now participate. Similarly, in Wisconsin all of its counties participate in the Youth Aids Initiative.

Kansas has a cap on the number of counties that can participate and Minnesota has not appropriated enough new funding since 1981 to allow for additional counties to come into their act. The following chart and summaries provides more detail regarding some of these issues.

CHART I

STATE COMMUNITY CORRECTIONS COMPARISON CHART

	Minnesota	Kansas	California	North Carolina	Wisconsin
1. Target Group	Adults and juveniles	Adults (non-violent) and juveniles	Adults and juveniles	Juvenile status offenders and at-risk youth	Juveniles to age 17
2. Subsidy	County or region	County or region	County or region	County or region	County Department of Social Services
3. Performance Factor	Juvenile per diem charge back of $56 for institutional cost (1983)	Charge back for all sent to institutions $3,000 first year; $6,000 any additional years	Receipt of funds depends on counties maintaining commitment rate	None	None. Counties purchase 100 percent of institutional services (No charge back)
4. Local Control	Locally developed advisory board state controlled	Advisory capacity, state controlled	Advisory capacity	Final decision is by county board	Advisory capacity, state controlled
5. Comprehensive Plan	Developed by advisory board with final approval by state corrections commissioner	Developed by advisory board and approved by county; final approval by DOC	Advisory board develops need assessment and plan; approved by county board	Needs assessment and plan developed by advisory board; approved by county and state	Developed by county with approval by state
6. Subsidy Formula	Formula based on county population, percentage of crime, and percentage of juvenile population	Formula based on county population, percentage of crime, and percentage of juvenile population	Dual option: 1. Per capita allowance, or 2. Amount based on fiscal year 1978 budget	Base $2,500 and prorated allowance based on youth (10-17) population	Based on county's portion of: 1. 1980 statewide juvenile population 2. Serious offenses 1975-78 of juveniles 3. Number of institutional placements 1975-78
7. Mandatory Participation	Not mandatory. Currently 60 percent of state's population involved in program	Not mandatory; only 48 percent of state's population participates	Optional, but provides funding for mandated services	Optional, although all counties presently participate	Optional, all counties participate
8. Subsidy Restrictions	County must maintain its pre-participation level of institutional spending	County must maintain its pre-participation level of institutional spending	Funds may be in only seven program categories	Limited to at-risk youth 10-17; funded programs must be direct service; funding provided for licensed residential programs only	Limited to primarily delinquent or alleged delinquent youth; youth in need of protective services (status offenders)
9. Allocation	Fiscal year 1984-85 - $20 million	Fiscal year 1983 - $2.9 million	Fiscal year 1982 - $62 million	Fiscal year 1982 $4.5 million	Fiscal year 1984 - $28.6 million

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STATEWIDE IMPACT UPON THE JUVENILE JUSTICE SYSTEM

The primary objective of the CBA program is to impact the number of youth being committed to the state's training schools. With the passage of HB 456, offenders were earmarked for local programming and the ability of the juvenile court to commit these youngsters to a state correctional institution was eliminated. The combination of the use of a subsidy for the provision of local programming for youth at risk combined with the elimination of the ability of the court to sentence status offenders to training schools has had a dramatic impact upon the training school population.

At one time, North Carolina led the nation with its rate of commitments to training schools. In 1970, 2,025 youth were admitted to training schools having an average daily population of almost 2,100. Graph 1, which displays the number of training school commitments from fiscal year 1978 through fiscal year 1982, dramatically reveals the impact of this legislation (July 1, 1978, was the effective date when status offender youth could no longer be committed to training schools).

The impact of the Community-Based Alternatives Program was not aimed solely at the training school population. Indeed the intent was to provide the community with the ability to work with all youth at risk of penetrating into the juvenile justice system. Local planning task forces have defined the term "youth at risk" in a variety of ways, thereby allowing for a broad range of programming. At one end of the spectrum are youth in actual danger of being committed to a training school. At the other end, school or recreational programs focus on youth who have not yet been involved with law enforcement officials, but either exhibit some misbehavior problems (e.g., truancy) or belong to a high risk group (e.g., unemployed teen-agers).

To help determine the impact of the Community-Based Alternatives Program on the local juvenile justice system and to aid in the individual localities' planning efforts, the Division of Youth Services identified 14 "juvenile justice indicators." These indicators allow for year to year comparisons by county, region, or state. The county task force can use these indicators to review the progress the community is making. Statewide juvenile justice indicators also give an overall index of the state's progress since the institution of the CBA program.

Table 4 shows the rate per 1,000 per youth aged 10 to 17 for these various indicators over the past four fiscal years. Ten of the 14 areas measured show improvement, including such significant areas as training school commitments, commitments to adult corrections, secure detentions, jail/lock-ups, and school dropouts.

It is clear that the State of North Carolina is making progress as measured by these variables, although individual counties may differ.

This progress can be illustrated in another way. For instance, a rate can be developed based upon juvenile arrests. In 1978, there were 31,568 arrests for youth 17 and under. The 1,194 commitments to training schools that year represent a rate of 37.8 commitments per 1,000 juvenile arrests.

GRAPH 1

NORTH CAROLINA

TRAINING SCHOOL COMMITMENTS

FY '78 - FY '82

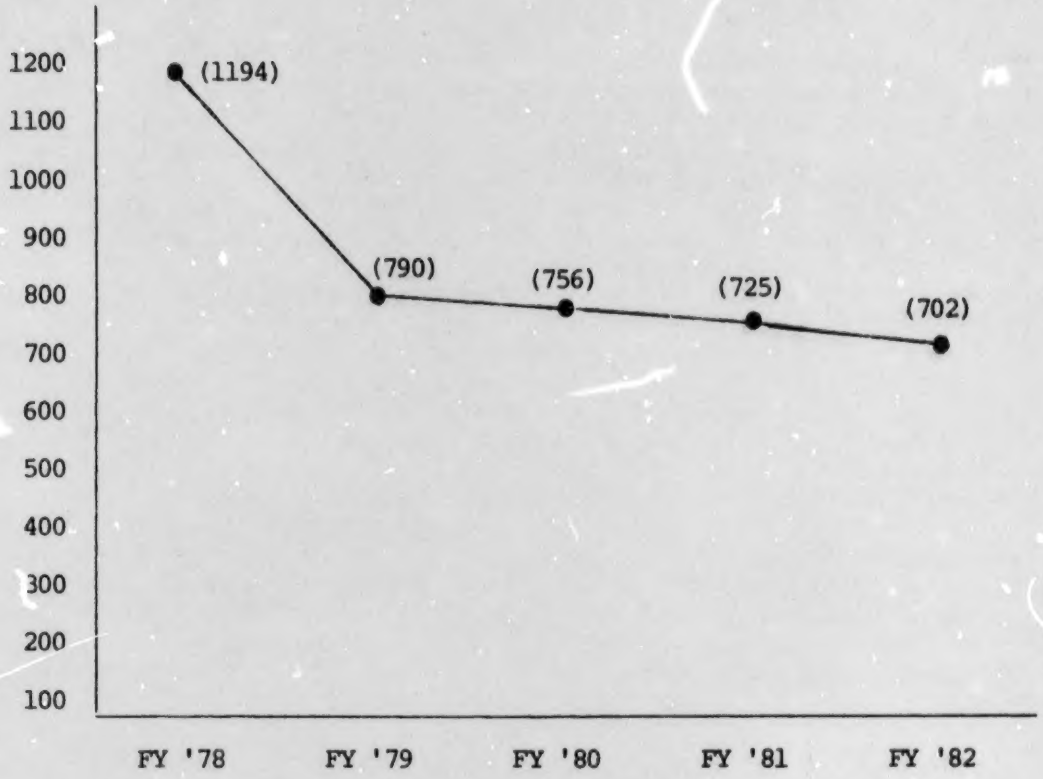

TABLE 3

NORTH CAROLINA

TRAINING SCHOOL COMMITMENTS

FY '78 - FY '82

COUNTY	FY '78	FY '79	FY '80	FY '81	FY '82
Alamance	14	13	17	9	13
Alexander	1	1	2	1	1
Alleghany	3	1	0	1	0
Anson	6	2	4	4	3
Ashe	4	2	2	2	4
Avery	0	1	1	0	1
Beaufort	9	10	8	6	11
Bertie	3	2	0	4	2
Bladen	4	1	8	2	1
Brunswick	8	4	11	5	6
Burcombe	29	11	6	13	12
Burke	12	8	10	10	14
Cabarrus	15	10	8	13	11
Caldwell	22	11	9	10	10
Camden	0	0	0	0	0
Carteret	5	8	5	4	3
Caswell	3	2	1	1	1
Catawba	18	23	13	14	9
Chatham	5	1	2	3	3
Cherokee	1	0	1	0	1
Chowan	3	3	2	1	2
Clay	1	0	0	1	0
Cleveland	4	5	8	3	8
Columbus	8	8	4	7	9
Craven	14	12	9	11	4
Cumberland	93	59	43	26	27
Currituck	4	1	2	1	1
Dare	1	1	0	0	1
Davidson	19	16	12	7	11
Davie	3	4	1	4	2
Duplin	8	5	2	3	4
Durham	26	29	18	22	17
Edgecombe	23	21	9	4	9
Forsyth	61	31	34	31	35
Franklin	5	8	3	2	4
Gaston	22	22	34	31	41
Gates	0	0	0	1	0
Graham	0	0	0	3	3
Granville	5	1	4	3	3
Greene	1	0	0	0	2
Guilford	73	51	61	41	37
Halifax	15	8	11	9	6
Harnett	13	6	9	0	5
Haywood	14	6	3	3	3
Henderson	13	13	6	6	6

Table 3 (Cont.)

COUNTY	FY '78	FY '79	FY '80	FY '81	FY '82
Hertford	2	6	3	4	5
Hoke	11	1	5	1	8
Hyde	0	0	2	1	2
Iredell	20	15	17	11	8
Jackson	0	0	0	1	2
Johnston	8	5	5	11	5
Jones	3	0	1	0	0
Lee	16	7	8	13	7
Lenoir	19	7	8	10	9
Lincoln	1	3	0	1	2
Macon	2	0	2	1	1
Madison	3	1	0	0	1
Martin	2	2	6	2	2
McDowell	18	7	11	11	7
Mecklenburg	66	48	32	38	34
Mitchell	4	0	3	0	0
Montgomery	3	3	2	1	2
Moore	8	2	8	9	1
Nash	15	18	10	12	11
New Hanover	46	28	31	29	19
Northampton	1	2	3	3	3
Onslow	9	11	9	15	10
Orange	10	6	11	4	4
Pamlico	3	0	1	1	1
Pasquotank	2	3	4	2	8
Pender	2	3	1	3	1
Perquimans	0	3	1	1	0
Person	4	2	1	5	2
Pitt	12	4	5	1	16
Polk	0	0	1	1	1
Randolph	13	9	4	15	7
Richmond	12	12	3	7	10
Robeson	57	17	26	41	27
Rockingham	15	4	7	16	5
Rowan	11	5	11	12	10
Rutherford	16	4	8	6	11
Sampson	6	2	4	4	3
Scotland	26	8	13	12	9
Stanly	4	4	14	6	2
Stokes	4	2	0	0	4
Surry	12	2	4	9	4
Swain	0	0	0	0	0
Transylvania	6	2	4	3	2
Tyrrell	0	0	0	0	0
Union	13	14	8	9	19
Vance	9	12	4	8	13
Wake	41	28	18	15	28
Warren	2	2	1	2	1
Washington	10	4	2	2	5
Watauga	3	1	0	1	0
Wayne	24	12	9	12	11
Wilkes	16	17	9	4	6
Wilson	7	12	9	12	4
Yadkin	4	2	5	1	3
Yancey	2	1	0	1	0
TOTAL	1,194	790	756	725	702

Table 4

North Carolina

INDEX OF JUVENILE JUSTICE INDICATORS*

Rate/1000

Indicator	FY 70	FY 80	FY 81	FY 82
Training School Commitments	1.21	1.07	1.12	1.07
Juveniles Committed to Adult Corrections	.12	.06	.04	.03
Juveniles Bound Over to Superior Court	.21	.15	.13	.10
Delinquency - Complaints	16.90	17.83	15.99	17.39
Petitions	11.37	11.69	11.10	11.10
Runaways - Complaints	3.46	3.39	2.78	2.52
Petitions	2.24	2.17	1.65	1.66
Ungovernable- Complaints	5.93	4.93	4.30	4.25
Petitions	2.17	1.82	1.30	1.20
Secure Detentions	3.81	3.52	3.3	3.38
Jail Lockups	2.28	1.72	1.53	1.60
School Dropouts	34.81	32.43	29.82	26.33
Suspensions	60.77	66.17	60.77	61.82
Expulsions	1.38	1.71	1.98	1.77

*Source: Division of Youth Services

In 1981, juvenile arrests had decreased to 29,369. The 725 commitments to training schools in 1981 represent a commitment rate of 24.6 per 1,000 - a 35 percent drop. Although it may not be possible to rule out all other extraneous influences impacting these indicators, the evidence is very strong that the Community-Based Alternatives Program has been a highly positive force on the improvement of the juvenile justice system in North Carolina.

TASK FORCE NEEDS

Members of the local task forces serve on these advisory bodies voluntarily. For many individuals employed in jobs related to the juvenile justice system, this means that their agencies are providing them time to serve in their capacity as a member. Depending upon the activity of the body, this can accumulate into a considerable obligation of time. In Durham County, for instance, the task force meets on a monthly basis. Additionally, each member serves on a subcommittee which meets more or less frequently depending upon the charge of the committee and its need to become more active during various phases of the planning and allocation process.

The responsibility of the county task forces is broad and varied. To meet its mandates requires an informed membership representing the varied constituency of the county while having access to necessary support services. As part of the study, an attempt was made to solicit opinions and make observations regarding:

- o The composition of the task force membership.
- o Training, orientation, and information-sharing for task force members, and
- o Need for support staff.

Task Force Membership:

DYS has historically supported a task force composition reflecting the broad interest and characteristics of the community. In creating standards for certification of these task forces, DYS calls for representation from school systems, public and private agencies, court counselors, youth, volunteers, concerned citizens, county government, and balanced minority representation.

Most county task forces strive to achieve this balance, yet as a whole certain areas tend to be under-represented. These areas include:

- o Concerned citizens from the community at-large,
- o Youth,
- o Balanced representation of minority groups based on county population ratios,
- o Professionals not related to juvenile justice or social services.

The newest CBA task force manual provides several specific recommendations and resources to aid counties in the recruitment of these segments of society. However, even if equitable representation is achieved, the task forces still have to grapple with the problems associated with these individuals achieving an "equal voice" in the process.

In one county whose population mix is approximately one-third black,

one-third white, and one-third Native American, the composition of the 15-member task force includes 12 whites, 3 blacks and no Native Americans. A concerted effort to equalize the racial composition would have to be accompanied by a concerted effort to establish their influence within the task force structure, the county justice and service community, and upon the county commissioners. A similar problem is faced by boards when youth members and citizens at-large are added who may not have had the opportunity to have gained experience in the intricacies of the juvenile justice system or develop the network of contacts to support themselves in a political or deliberative process.

Training and Sharing Information:

Although the equitable distribution of power and influence may evolve slowly, the knowledge base of task force members can immediately be impacted by procedures adapted by the local task forces and the technical assistance given to these groups by CBA staff.

State and regional staff consistently received high marks from task force members. During the on-site visits, it was obvious that the regional consultants had spent considerable amounts of time with the task forces, although in one county it was apparent that the consultant was meeting some task force members for the first time.

The type of technical assistance and aid given the task forces is established by CBA policy statewide, but also reflects the strengths and personalities of the regional consultants. Some make incredible efforts to attend almost all task force meetings in their region, while others place greater emphasis on the development of technical assistance materials for dissemination. Comments from the on-site visits indicated that:

- o orientation of new task force members varies from county to county,
- o ability to be exposed to innovative program concepts varies from region to region,
- o access to technical assistance materials such as task force manuals is spotty,
- o the opportunity for task force members from different counties to share information and observationas has been inconsistent over the evolution of CBA programs.

Staff Support:

A related issue -- staff support -- which perhaps could aid local task forces in orientation, dissemination of information, and training needs was explored with members during the on-site visits and through questionnaires. Sixty-eight percent of respondents to the question thought that there was no need for paid staff for the task force. Thirty-two percent felt that a part-time or full-time person would be helpful. Typical responses to this issue include the following:

No Staff Needed

- "Members representing various agencies work well together to provide direction to the CBA programs."
- "Rotation of leadership responsiblities among agency and volunteer community leaders is important to its purpose."
- "It is currently run by volunteers effectively."
- "It is unnecessary, unless the task force is asked to assume more responsibility than it presently has."
- "The....youth council is working extremely well on a volunteer basis. The members are dedicated persons who are interested in serving youth."
- "Let's put the money in programs to benefit children. True, task force work can be time consuming, but a worthwhile expenditure of time. Currently one agency is diverting staff time to assist the task force when needed."
- "This is a small county with only two agencies receiving CBA funds."

Part-Time Staff Needed

- "If done correctly, the task force is a very time consuming task for volunteers and agency staff persons."
- "It takes a great deal of time to perform the duties of chairperson and coordinate the meetings."
- "The efficiency of the task force will never be very good when it is volunteer effort of busy people."
- "When I chaired a task force, I felt it could use maybe a quarter-time person."
- "Feedback from prior meetings and agenda and materials to be discussed at subsequent meetings are eradically disseminated. Better coordination would help."
- "Due to the nature of correspondence, a part-time secretary would be beneficial."
- "The task force has dwindled and lost its effectiveness in the last few months due to lack of leadership — need a staff person because no agency person has the time."
- "It is staffed full-time ....problem (is) that person is an employee of DSS whose director has the authority to override the recommendations of the task force, placed as an advisory board to him by the county commissioners."

- "Some help would be good. I do not feel that a task force meets often enough or that the total membership is as fluent as it should be."

- "A person is needed to coordinate programs and keep records and correspondence up to date."

Obviously, there is some disagreement over the need of staff for the task force. In smaller counties where the amounts of money being distributed are less, there seems to be a general feeling that it is not so necessary. Larger counties with more active county task forces and greater numbers of programs feel the need for some part-time aid and assistance. Very few individuals felt the necessity for a full-time staff person for the task force.

COORDINATION AND COOPERATION

The Community-Based Alternatives Program requires counties to "examine the need for establishing a planning body composed of private citizens and human services professionals to advise the county commissioners on the most effective utilization of resources to address their juvenile justice needs."

The utilization of a planning task force brings together major youth serving agencies and juvenile justice practitioners to analyze youth problems in their locality, establish a plan to meet the needs, seek out programs to meet these needs and make recommendations to the county board of commissioners regarding which programs should receive funding and at what level. Given these tasks, there are some other functions inherent in the task force's activities. Not the least of these is to foster increased cooperation and coordination of services.

Responses from the mail-out questionnaire indicated 84 percent thought cooperation among agencies had improved with the advent of Community-Based Alternatives while 85 percent felt that coordination of services had improved. An examination of the 38 agencies responding that were not receiving CBA money revealed a drop-off in positive response, but still a very high percentage expressed satisfaction. Seventy-three percent of these agencies thought cooperation had improved and 68 percent felt coordination was better. Typical responses to this question included:

- o "Having all agencies together on a regular basis enhances cooperation."
- o "Planning and/or sharing of information alleviates duplication of service -- aids in information and referral work."
- o "Cooperation among agencies has always been good for the most part. Perhaps CBA has resulted in more contact among the agencies, better communication and role identification."
- o "CBA has forced each agency to become more clearly aware of its specific role thus resulting in better coordination of services. We have to each determine what it is that our agency needs to do, could do, and would do to ensure what is in the children's best interest."
- o "Task force meetings are excellent for exchanging ideas, suggestions and mutual understanding of problems."

For the most part, agencies answering negatively to these questions were not critical of the task force process or the program; instead they were complimenting the county on the cooperation which had existed prior to the program. Negative responses were almost always followed by an explanation indicating the cooperation among local agencies had always been good and that the program had no particular impact upon this "historical fact." Only two of the 107 respondents were extremely negative indicating that cooperation was hindered by "turf fights" and what appeared to be hostile competition for limited CBA funds.

The on-site visits generally support the results received from the questionnaire. Interviews tended to bring out more comments about individuals and agencies being concerned with "turf issues." Respondents were also more likely to discuss the "political realities" of making funding decisions. However, the vast majority felt very positively regarding the task force process in aiding the functions of cooperation and coordination.

Encouraging a systematic planning process requiring scheduled and frequent meetings, combined with a diverse membership seemed key to making an impact upon these functions. In the counties visited, frequency of task force meetings varied from as often as once a month plus additional subcommittee meetings to as few as once every three months. Descriptions of the task force whose meetings were more frequent use such terms as "Vibrant," "Involved with the issues," "Key in making an impact upon juvenile needs." Terms describing the task force that met less frequently were consistently more subdued in their descriptions of its impact and activities. There was also the tendency for one major agency to dominate the process leading to disenchantment among other task force members.

The Division of Youth Services has provided a mechanism for certification of a county's task force. These certification standards provide for the broad base of representation needed to ensure coordination of services and also require at least seven meetings of the task force annually. The encouragement for a county to apply for certification is a one-time grant of $250 that can be used for administrative purposes to support the task force. That is not much of a "carrot." Fortunately, many of these same task forces serve as an advisory group for the distribution of OJJDP money, and are mandated to provide this broad base of representation which is only suggested by the CBA program.

PLANNING AND PRIORITIZING OF NEEDS

The major activity of the county task forces is the development of an annual plan that describes and prioritizes the needs of local youth, and then sets forth methods and programs to meet these needs. As part of its technical assistance to the counties, the Division of Youth Services has developed a planning structure and timetable which facilitates the development of the process and helps ensure the submission of locally approved program agreements to the state, so that formal contracts can be signed and implemented in conjunction with the state fiscal year.

The suggested process starts in late summer or early fall with the collection of statistical information locally on each of the "juvenile justice indicators." The frequency of incidences for each of these indicators for the previous fiscal year is forwarded to the regional office where county and regional rates are computed. This data is then forwarded to the state where state rates are computed. All of this information is returned to the county task force by December 15.

Data from the Management Information System, such as individual client tracking forms for non-school related CBA programs and a quarterly monitoring form for school related programs, provide information to the task forces concerning the characteristics and performance of youth currently being served locally with CBA monies. The individual client tracking forms are hand-collated by the regional consultants with the information emanating from this process being sent back to the task forces on a quarterly basis.

In addition to the information from the Management Information System of the CBA and the juvenile justice indicators, the county task force can utilize any other processes or procedures it feels necessary to help with planning. Such things as needs assessment workshops, mail-out questionnaires, public hearings, resource surveys, etc., can be and are used by some counties to aid in decision-making.

The local autonomy of the task forces can create innovative processes in different counties.

- Nash County utilizes the basic procedure outlined by DYS relying heavily upon the juvenile justice indicators, feedback from the Management Information System, and its own internal communication to identify needs and prioritize them.

- Alamance County, in addition to the information provided by DYS, utilized on two occasions a state university to study and aid in the needs assessment process.

- Durham County utilized public hearings to bring in opinions, sent out teams to youth-serving agencies to discuss youth populations and problems, sent out questionnaires to all youth-serving agencies, and surveyed over 1,000 school children with questionnaires. This was the primary responsibility of the CBA/JJDP Subcommittee.

Naturally, the size of a county and the resources available to it dicate to a great degree how elaborate its planning process becomes. In any case, it is of utmost importance to maintain a fresh approach and to solicit new information from a variety of sources in order to keep the process from becoming stale and perfunctory in nature. It can be the key to making innovative funding decisions.

Although most were positive concerning the individual task force's ability to plan and set priorities, there were negative comments. Asked to rate the performance of the task force in fulfilling its planning role, agencies receiving funds gave the task force a 6.3 on a scale of 7 (7 being very good). Those which did not receive funds gave an average rating of 5. Similarly, when asked if the planning process adequately prioritized county needs, only 57 percent of the non-funded respondents felt it was adequate.

It is expected that agencies receiving money through the process would generally have a positive bias in their evaluation of that process. Non-funded agencies, on the other hand, could be exhibiting a "sour grapes attitude" or may in reality be more objective in their judgments. The following comments elaborate on those issues.

Funded Agencies

- "Our task force should become more involved; however, the results would probably be the same -- the decision to continue funding of our existing programs. To be realistic, CBA funds are all that is available over and above county monies and both are sadly inadequate to cover the need."

- "Have broadened the needs assessment to include all youth serving agencies. On June 2, a countywide needs assessment involving 90 professionals was completed."

- "A hit and miss job once a year."

Non-Funded Agencies

- "Little regard for initiating programs according to the juvenile justice indicators."

- "The task force's time is used primarily to consider requests for funding from agencies represented on the task force, with little discussion of other unmet needs."

- Yes, the planning process is adequate -- "each agency receiving funds is evaluated by users of the services and a needs assessment is derived."

- "Our present programs are workable and doing a good job. Because they are, there is opportunity to see other areas where service is needed and CBA funds could be affected. There is less measurable need... but who wants to scrap a program that works?"

Responses from on-site visits indicated that the planning process can be good, the needs can adequately be prioritized, but the limitation on funds available to any one county can have a dramatic impact on the process. This is particularly true when the question of continuation funding is factored into the decision-making.

One county which was visited and from which several negative comments were elicited conducts a planning process which is two-tiered in nature. The task force develops a list of priorities as it "ideally" sees them, but the funding priorities represent a "pragmatic" view which takes into consideration the limited dollars and the need for continuation funds. This caused problems with the board of commissioners on at least one occasion when the board could not understand why third or fourth priority problems were receiving the majority of funds to the detriment of the "ideal" first priority issue.

Other feedback indicates that the planning process can become stale. One interviewee indicated that this is the sixth year of planning. The needs continue to be the same, the funds are limited to meet these needs, and therefore almost automatically the previously funded agencies providing services to these areas will again receive the funding. Such a perfunctory process by local officials is counter-productive. There is no limitation on the task forces to seek other sources of funds, to develop innovative strategies for meeting unmet needs, or pressure given agencies to meet their mandated responsibility.

At no time will all the money be available to fund all the services and needs identified by such a planning group. This is exactly the reason why the planning and prioritizing is so important and why it must have vitality.

PUBLIC EDUCATION

The mere development of a task force that focuses its efforts on understanding and meeting the needs of the community's youth, offers opportunities for public education regarding these needs. The state DYS certification process calls for task force meetings to be open to the public, encourages public hearings during the needs assessment process, and stipulates the need to communicate the availability of CBA funding to all public and private agencies serving children and other interested community members.

Aiding the public education effort can be the conscious effort to obtain broad citizen participation in membership on the task force. By the nature of their business, youth-serving agencies and juvenile justice officials are constantly inundated with information regarding youth problems. Others in the community are not so well informed. By the inclusion of business leaders, members of service organizations, church groups, etc., information that is often "common knowledge" to the practitioners can be disseminated on a consistent basis to a broader base of influential leaders in the community.

The public education function was one of the areas in which the county task forces received more critical comments during the on-site visits. Although the mail-out questionnaires revealed an average rating of this function of 5.2 on a 7.0 scale, the ratings tended to be more variable. Some respondents rated this function very low, while others rate their task force quite high. Differences between funded and not funded agencies was very slight.

It is clear that some counties have placed a great emphasis upon this function. In those counties, conscious attempts are made to involve the media at the task force meetings. Programs which are funded by CBA monies are often featured in newspaper stories describing their operation and efforts. Staff are encouraged to participate in public affairs, shows, and give presentations to church and service groups. Some examples of activities in these areas include:

- Durham County established a standing public awareness committee, designed to educate local citizenry about a population that has had no real constituency. Public forums are held for the announcement of programs and a concerted effort is being made to maintain a "high profile."

- Onslow County Commissioners publicly established the importance of youth problems through their creation of a department-level Onslow County Youth Services Agency. Directly responsible to the county board, this high-profile placement within county government accentuates the importance of youth services. This single agency also actively markets and publicizes needs and other programs for youth. Their active volunteer program also aids in the dissemination of information to the public at large.

- Cumberland County, in its effort to publicize youth problems as well as provide training opportunities for service practitioners, convened a two-day conference with the first day concentrating on workshops and treatment techniques.

MONITORING

Monitoring programs which receive CBA monies has become a shared responsibility between the state and the county. The degree to which they share this responsibility, however, varies dramatically by locality.

Certain counties have established standing monitoring committees which develop procedures for program monitoring, reporting and on-site visits. Some have incorporated client surveys to assess user satisfaction from the Division of Youth Services' Management Information System and the feedback they obtain at task force meetings from program provider reports. This is particularly true in some smaller communities where task force members feel that the informal communication process is so active that they have a "constant feel" for the operation of these programs.

Historically, CBA regional consultants provided some monitoring and oversight of programs receiving CBA funds in their regions. This included at least one on-site monitoring visit a year coupled with data from the Management Information System which provided the bulk of information regarding numbers and types of youth served.

As part of the ongoing evaluation of the CBA process, the Division of Youth Services has been working with six task forces made up of CBA staff, county officials, and program providers to establish minimum standards for programs funded with CBA monies. These standards were finalized and published on January 1, 1983, and are effective for the next funding cycle. They will be used by the regional consultants during their on-site monitoring visits and will provide a better framework with which to judge program adequacy.

From the viewpoint of state CBA staff, the key to the development of minimum standards was the utilization of local providers and practitioners in the process. The standards are not the product of state officials, but represent the thoughts and expectations of individuals who actually provide services to youth.

These standards not only allow the state to have a better means to monitor and judge CBA programs, but also provide local officials and task force members an instrument which they can use. Logically, if the state is relinquishing discretion to local units of government to judge for themselves the programs which can best meet the needs of their youth, then the responsibility falls upon the shoulders of county task force members to ensure that these funds are used appropriately and produce the impact intended. That some counties do not take a more active role in monitoring and evaluating CBA programs should be a concern to both local and state officials.

Comments received from mail-out questionnaires concerning the monitoring process are typified by the following:

Comments -

- o "Our experience has been good and there is much mutual trust in the integrity of members and agencies so that an effort to monitor

is not made per se. However, many CBA task force members work with families or agencies who use CBA funds and have occasion to learn how actual operation of programs take place. We all assume CBA field rep is monitoring fund expenditures, etc."

- o "Each agency receiving funds is evaluated by users of the service..."
- o "Due to my own negligence, I visited only one in-school suspension program site on one occasion. I found a well-organized program apparently being well-administered."

Example -

- o Burke County has established a procedure to monitor funded agencies which include on-site visits annually. Task force members observe the program in cooperation and talk with staff and clients. These visits are made by two or three-person committees. In addition to the data obtained from DYS, written reports from the project are solicited as well as verbal presentations at task force meetings.

GRANT DECISIONS

The county task forces are advisory bodies to the county board of commissioners. However, in almost every case the board of commissioners accepts the annual plan of the task force and accepts the recommendations for programs to be funded and their funding levels. The making of grant decisions and the allocation of funds is one of the key functions of the task force. Obviously, it is one of the more controversial functions.

Ideally, the planning process, the sharing of information, the setting of priorities, the solicitations for program proposals, the monitoring of the operation and success of previously funded programs, should all mesh into the final process of determining which programs should receive monies to support the goals of CBA. Respondents to questionnaires rating this function gave the task forces an average rating of 5.46 on a scale of 7.0. Agencies not receiving CBA funds averaged a score of 5.1, while those receiving funds gave the task an average of 5.9.

For those respondents expressing dissatisfaction with the process, the complaints seemed to fall into five general areas:

- o The intrusion of local politics.
- o Funding of public vs. private agencies.
- o Continuation of funding.
- o Agencies receiving CBA funds being represented on the Board and/or having voting rights.
- o Lack of funding.

The following are typical comments related to these issues:

Local Politics:

- o "Task force members do attend meetings, but there is a great deal of politics involved."

Funding Public vs. Private Agencies:

- o "Task force decisions seem to be made outside of task force meetings — the task force serves as an arm of existing agencies."
- o "The ones doing the planning and allocating are not directly involved with the clients or their daily needs."

Continuation Funding:

- o "Representation is of great benefit to the in-school suspension program. All of the limited funding is channeled into this program....CBA funds are limited and by necessity, for effectuve use, are channeled into one program."

CBA Funded Agencies on Task Force:

- "All CBA-funded programs have their representative on the task force (non-voting).
- "Having program people on task force is helpful -- program people do not vote."
- "The task force has more accurate information available each month to consider, not just when proposals are being considered."
- "Representation hinders allocation of funds -- problems gradually being resolved. School for years was only agency receiving funds; attempt to divide monies initially was a problem."
- "While all are concerned with the overall well-being of all children needing services, their need for funding for their own programs can be seen as influencing their judgment...the task force's time is used primarily to consider requests for funding from agencies represented on the task force, with little dicusssion of other unmet needs."
- "I think it helps (to have CBA agencies represented) more than it hinders. Problem area - possibility of agency placing self interest above general good of county."
- "Their input and information is vital in these phases (planning, coordination, allocation of funds). After they make the funding request, an allocation committee, which excludes those directly involved with programs, meets and makes recommendations to the task force."
- "I feel they (CBA program representatives) are helpful in these ways, but voting on allocation of funds should be left to the remaining members."

Lack of Funding:

- "More funds are needed. Forced to drop project...due to lack of funds."
- "Some programs cannot be funded because of reduction of CBA and JJDP funds this year."
- "The frustration in allocation of funds is that residential programs require the largest amount of available funds, yet can service only a limited number."

The on-site visits provided more detailed information regarding the grant decision-making process. In general, there was a positive feeling about the process. The most prevalent issue raised was conflict of interest. Some counties have taken a very definitive stand regarding this issue. Typically,

it was felt that representation of CBA programs on the task force is helpful in the areas of:

- o keeping task force members informed about CBA program progress, problems, and impact,
- o providing detailed information and unique insight into problems and needs of local youth, because of the program's active involvement in that area,
- o aiding in the coordination and cooperation among agencies.

Counties attempted to eliminate or control the conflict of interest issue by a variety of means, such as:

- o making CBA program representatives non-voting members, or
- o establishing a separate allocations committee made up of agencies other than CBA programs to recommend funding decisions, or
- o having CBA program representatives abstain from voting when the decision was being made to fund their program.

Although some counties and some task forces have taken a definitive position on this issue, many have not. The on-site visits found task forces where CBA-funded program representatives voted in all phases of the process. It was also not uncommon to talk with task force members in the same county who had diametrically opposed understandings of their task force procedures regarding this issue (e.g., one individual would say that program representatives do not vote, while a program representative would indicate that he/she did). This conflict of interest issue needs to be resolved not only in its relation to voting on funds, but also in relation to the question of whether it is appropriate for the representative of the agency receiving CBA funds to be an officer of the task force.

QUALITY OF CBA PROGRAMS

The questionnaires sent to counties asked the respondents to rate from their knowledge certain characteristics of the programs in their county that were funded with CBA monies. Typically the ratings were very favorable, being in the 6 to 7 range or the 1 to 2 range depending upon which end of the scale indicated the most favorable rating. Comments regarding the programs are as follows:

- "We have been extremely pleased with the group home under the direction of...the staff constantly strives to cooperate fully with other agencies, offers quality services to the residents and keeps all agencies informed. In summary, they 'care' about the kids."

- "Psychologist puts in much extra time to handle the caseload, is extremely qualified and dedicated. An excellent program."

- "This program is an effective program in dealing with delinquent youth in...county. Many programs are run from this program. Referrals are made on a regular basis from this (court counselor) office and from other law enforcement agencies in the county."

- "This program is well received by the schools and is effective in reducing out-of-school suspensions."

- "This is a 'planned activity' program. Youth are requested and consent to participate, resulting in very good participation and effect."

The above comments are typical. Despite receiving fairly high marks in terms of the instrument used, however, there were some fairly consistent concerns about programs. These concerns were limited, but tended to be in the following areas:

- Follow-up - Mentioned frequently by respondents, follow-up was indicated to be limited or non-existent and for some programs needed to be improved.

- Waiting lists - Youth were not able to receive services as soon as possible particularly with programs such as Big Brothers/Big Sisters or other programs that utilize volunteers.

- Prevention programs - Concern was elicited by some respondents that programs such as in-school suspension do not really benefit court involved youth and the needs of high risk kids with prior delinquencies were not being met.

Attempts were made to visit program sites during the on-site visits. No attempt was made to evaluate the quality of the services, but only to gain an understanding of the program and solicit opinions from others regarding their impressions of the services. Overall, programs which were reviewed seemed to be quite vital and were seen as responding to a

great need which had been identified by the planning process. Frequently, programs are re-funded year after year, but that came out of a conscious effort of the task force to provide continuation funding for programs they felt were effective. Such a policy creates tension when new program needs are identified and money is not available to meet those needs.

Programs which are primarily preventive in nature, such as recreational programs or school programs working with youth presenting disruptive behavior tended to be more prone to receive criticism. This is primarily due to the fact that the relationship between the youth they serve and "youth at risk" is not always clear. Certainly some of the youth they serve are involved in the court process and may even be in danger of being committed to the training school, but generally they are working with youngsters who belong to high risk categories. The unemployed teen-ager, the youngster without supervision during the day when parents are working, and the youth presenting truancy or minor behavioral problems have historically been viewed as likely candidates to experience an escalation of problems leading to involvement with the juvenile justice system. The decision by the state and/or local government to fund prevention programs represents a search for long-range solutions for children in trouble. A short-range impact is not always evident. Providing a link between the implementation of a truancy or tutoring program, for instance, and reduction in training school commitments, is most difficult and tenuous. It was clear, however, that the CBA-funded in-school suspension and truancy programs observed during the on-site visits were very professionally and thoughtfully operated. They were considerably more than "glorified study halls" and typically had the enthusiastic support of school administration. Overall, whether the programs were preventive in nature or more directly impacting upon juvenile court clients or potential training school candidates, remarks such as the following were frequently heard:

- "CBA funds are fully utilized and greatly appreciated...it is felt that more per dollar benefits are received from CBA funds than any other type funding."

RECOMMENDATIONS

Funding:

Recommendation 1 - Statewide funding for the Community-Based Alternatives Program should be increased by at least $2 million.

Discussion: For the past two years the CBA budget has been maintained around the $4.5 million level, after having been increased fairly rapidly in the early years of implementation. In fiscal year 1982, nearly 44,000 youth were served under the program. Despite strong local support for the program, officials revealed during the on-site visits that the money they were receiving for the targeted group of youth is only approximately one-fifth of what is needed. Respondents from the mail-out questionnaire listed 28 under or un-funded areas of need ranging from specialized foster care to prevention services, and including in-school suspension, family mediation, alternative schools, restitution, and dispute resolution. A DYS survey of un-funded program recommendations from the 1983 planning process reveals a funding shortfall of $1.5 million. Increases in program costs of $.5 million is needed to compensate for inflationary increases during the past three years.

At the same time this program is serving 44,000 youth, a federally mandated program to serve a much smaller number of youth (based upon the Willie M. class action settlement) has been allocated approximately $23 million. Federal mandates and state responsibilities must be met and the "William M" youngster is a very needy class of youth. Yet counties frequently expressed concerns about setting up a parallel system to serve "Willie M" types. Whether some services being established for this group are duplicative of already established services for CBA and mental health clients, and whether major portions of money are being utilized to renovate local structures and buildings to house "Willie M" children is a study in and of itself.

It is clear that the CBA is having a positive impact and that there still exist under-funded programs and unmet needs. The state obviously does not have unlimited funds to meet all these needs. However, the General Assembly does have the option to perform a process similar to that which they suggest to the counties. Specifically, they can analyze their mandates and develop a funding scheme which coordinates the delivery of monies to various state programs in an equitable manner while ensuring the greatest value for the dollar.

Recommendation 2 - If new funds are appropriated for the CBA, the state should consider recommending that a portion of the funds be utilized only for the establishment of new services.

Discussion: With the amount of state money available for CBA essentially remaining static for the past two years, local communities have frequently opted to continue funding established programs meeting specified needs. A major debate among many task force members has been concerned with the issue of "continuation funding." Certainly, if programs are continuing to meet identified needs there must be some way they can continue to be funded. The currently funded CBA program may be the most viable option, but task forces should always strive towards finding new sources of funding beyond the CBA Program. Task force members commonly pointed out that programs were under-funded or that some needs were not met. By earmarking a specific portion of expansion monies to be used only for the funding of new programs, task forces will have to maintain an active and vital planning/allocation process, new agencies or organizations will have an opportunity to compete for funds, and previously unmet needs will begin to be answered.

Recommendation 3 - Consideration should be given to offering counties increased incentives for programs which actually divert sentenced youth from training schools.

Discussion: A typical aspect of many state programs focusing on Community-Based Alternatives is a tie-in with a reduction in training school populations. Often this is accomplished through the use of some type of performance factor. North Carolina does not have such a performance factor or penalty, if counties continue to commit to training schools at a high rate.

The State of Virginia, in its Community Corrections Act (which is targeted towards adults), also does not have a pay back provision per se. However, their monies can only be used for individuals who have been sentenced to prison, but who have had their sentences suspended in lieu of being involved in some type of intensive local supervision and programming. North Carolina may wish to look at this model in structuring a funding scheme to counties that would provide some increased incentive for them to develop a specialized program for delinquent youth who would typically go to a training school. To accomplish this, the CBA should consider several options:

- o Earmarking a portion of funds to be utilized specifically for this use.

- o Using reverted or unspent funds.

- o Providing an increased allocation to a county if its annual plan includes local programming for youth committed to training schools but who are being diverted.

Operation of County Task Forces:

Recommendation 4 - Serious consideration should be given by the state for allowance of a portion of CBA monies to be utilized for staffing needs of the task force.

Discussion: Although this is controversial, numerous individuals indicated that the task force process could be improved if there were monies available to help staff it. Very few people felt it was necessary to have a full-time staffer for the task forces, but several indicated a need for at least part-time staff availability. Some of the activities that need staff support include training, orientation, organization, monitoring, and dissemination of information. Certainly, there is much to be said for the argument that with limited dollars the money should be earmarked for the use of youth and programs (particularly smaller counties which receive small sums of money). On the other hand, the task forces themselves provide a vital function in assessing need and coordinating services. This function could be greatly enhanced by staff support. One option which should be considered is the sharing by several counties of a staff member. One full-time position might provide the necessary support for two to four counties. Such an arrangement could also aid in the development of more cooperative or regional programming. Another option available would be to utilize county matching funds to support this position.

Recommendation 5 - The "conflict of interest" issue regarding members of the task force voting for their own funding and/or their support of sister agencies must be resolved.

Discussion: Suggestions on how this could be addressed include:

- o Those agencies receiving funding would sit only as non-voting, ad hoc members;

- o Those task force members receiving funding would serve in an advisory capacity only;

- o Those agencies receiving funds would be excluded from a funding committee established in each task

force which would review proposals, requests for money, and other issues regarding priorities and funding. We suggest that this not be a local option, but be established as a statewide regulation.

Selection of options 1 and 2 would have the added effect of prohibiting the funded agency representatives from holding an office in the task force. The current organization of many of the task forces allows the funded agencies to hold influential positions and maintain control over the operations, thereby influencing every decision.

Recommendation 6 - The task forces should be required to maintain an in-depth monitoring process of CBA-funded programs.

Discussion: Since the General Assembly has placed the responsibility for determining the most appropriate use of CBA dollars with the county, and the counties have accepted this responsibility, it is incumbent upon them to accept the responsibility of ensuring that the programs receiving the money use it in the intended manner. There must be a formalized process including specific guidelines regarding this monitoring function. The establishment of such a system of monitoring could be organized in a variety of ways including:

- The development of a committee structure within the task forces (including non-funded agency representatives) with training and technical assistance provided to the task force by the CBA field consultants,
- The establishment of a regional monitoring team which could also compare and contrast similar programs from county to county,
- The utilization of task force member teams to monitor programs outside of their county,
- The utilization of university staff or the establishment of internship programs.

The monitoring function should include, at a minimum, the use of the state Minimum Standards, the establishment of local performance guidelines, measurable objectives, and the utilization of user surveys to assess client satisfaction with the services.

Recommendation 7 - Task forces in their planning process should make a concerted effort to utilize a broader base of data than just that offered by the juvenile justice indicators and the CBA Management Information System.

Discussion: Task forces need to demand better information from those programs requesting re-funding by requiring the programs to justify needs correlated with the expenditures of dollars from the past year. Also, information on different types of programs that can meet similar needs should be solicited.

Recommendation 8 - One of the roles of the local CBA task forces should be to establish a working definition of "child at-risk" upon which they can function within their counties. This, of course, would be made in conjunction with the guidelines established by the program and rules promulgated by DYS.

Membership:

Recommendation 9 - It is suggested that the task forces actively expand membership to include the following:

- o Non-related professionals
- o Non-professionals
- o Volunteers either as direct task force members or as committee members
- o County commissioners (perhaps not as voting members since the task force is an advisory committee to the county commissioners, for instance, but for the purpose of education and the continuing development of a constituency for support of the task forces)
- o Youth participants
- o Minorities

Discussion: The CBA manual offers several suggestions in terms of recruitment of task force members that are quite thoughtful and should be reviewed in conjunction with this suggestion. One aspect not recommended in the CBA manual which should be considered is the recruitment of families with teen-agers. This would help support and enhance the participation of the youth member while adding a dimension of involvement of the wider community.

With expanded membership there are several considerations regarding the expansion which must be addressed including but not limited to:

- o Meeting times
- o Dissemination of information prior to the meetings so that people will feel comfortable with the material

- o Briefings and orientation for the individuals who are not familiar with the functioning of the juvenile justice system

- o Respect in accepting the communication and statements of those individuals who have not yet established a network of support or who function outside the traditional power structure of the county.

Training:

Recommendation 10 - There needs to be clarification of the CBA mandate and purpose for task force members.

Discussion: There currently exists a CBA task force manual revised in January 1983 that needs to be distributed to all task force members. This manual does not speak to the mandate or the roles and responsibilities of task force members (particularly in relationship to some of the functions discussed in this study), but does, in fact, include policy and procedure guidelines and suggested structure, composition of membership, and communication of the task force. This manual should be reviewed by all members and include a statement on the task force's purpose, role, and responsibilities.

Recommendation 11 - Training and orientation of new task force members must be a priority. This needs to be organized on a very structured basis and made a requirement for functioning on the task force. Each individual task force should have a local operating manual in addition to the state manual.

Recommendation 12 - Task force members should have the opportunity to be exposed to a variety of information that aids in their functioning. This should include:

- o Opportunities to share experiences with other task force members from other counties,

- o Opportunities to attend regional and statewide CBA meetings,

- o Information regarding innovative programming with youth,

- o Information regarding other CBA-funded programs in other counties or regions,

- o Opportunities to discuss the operations, policies, procedures, and funding issues of the task forces with other task force members.

Discussion: The regional coordinator's role should be clarified and expanded in the area of information dissemination and information coordination. Because the regional

coordinators have a great deal of contact with several task forces, they can serve a very vital function of pulling together information about innovative programming and innovative policies and procedures which should be shared with others. It would seem that the regional coordinator would be the key in developing the regional and statewide meetings for task force members as they have been in the past.

Recommendation 13 - Task forces must accept the responsibility for educating local citizens regarding their mandate, role, responsibility, needs of youth, services being provided, and the process by which programs are funded.

APPENDIX I

CBA Questionnaires

CBA STUDY

Interview Questionnaire for Youth Clients

CBA Program_____ County_____

1. How comfortable would you feel about approaching program staff to discuss any problems that you might be having?

   not at all comfortable 1 2 3 4 5 6 7 very comfortable

2. Have you received counseling as a part of this program?

   Yes_____ No_____

   If your answer is yes, how helpful was it to you?

   not at all helpful 1 2 3 4 5 6 7 very helpful

3. What do you like best about this program?

4. What do you like least about this program?

5. Do you have any additional comments that would help us to evaluate this program? Can you think of suggestions that might improve its effectiveness?

CBA STUDY

Interview Questionnaire

Agency:_____ County:_____

Person Interviewed:_____

Title:_____

1. What is your involvement with the CBA program?

2. Has cooperation improved among youth-serving agencies (D.S.S., Courts, Schools, etc.) since the inception of the CBA program?

   Yes_____ No_____

   Please explain:_____

3. Has coordination of services improved among youth-serving agencies (D.S.S., Courts, Schools, etc.) since the inception of the CBA program?

   Yes_____ No_____

   Please explain_____

4. From your perception and knowledge of the operation of the CBA Task Force, please rate its performance on the following roles on a scale of 1 to 7 with 1 being very poor and 7 very good. How well does it perform the role of:

(A) Planning	1	2	3	4	5	6	7
(B) Coordination	1	2	3	4	5	6	7
(C) Prioritizing Needs	1	2	3	4	5	6	7
(D) Public Education	1	2	3	4	5	6	7
(E) Making Grant Decisions	1	2	3	4	5	6	7
(F) Monitoring Grantees	1	2	3	4	5	6	7
(G) Other_____	1	2	3	4	5	6	7

5. What would have to be done to improve its functioning? (e.g., add staff, money for administration, different administrative structure, etc.)

6. How are members selected for inclusion on the Task Force?

7. Are agencies receiving CBA monies represented on the Task Force?

   Yes_____ NO_____

   If yes, which one:_____
   _____
   _____

8. What effect do you feel their representation/lack of representation has on each of the following?

	Helps	Hinders	No Effect
(A) Task Force Planning			
(B) Task Force Orientation			
(C) Task Force Allocation of Funds			

   Comments:_____
   _____
   _____

9. Describe the process the Task Force uses to prioritize needs to make funding decisions.

10. Does the Task Force planning process adequately/accurately prioritize the service needs of the county? Yes_____ No_____
    If no, please explain:_____
    _____
    _____

11. With this type of planning/allocation process, is it difficult for new programs to receive funding? Yes_____ No_____
    Explain:_____
    _____
    _____

12. Are there program needs that are not funded (or are under-funded)?
Yes_____ No_____
(A) If yes, what are they?_____
_____
_____
(B) What would help meet these needs?
_____ (1) More money
_____ (2) Better allocation of funds
_____ (3) Better coordination of services
_____ (4) Regional programs (multi-county)
_____ (5) Pooling or consolidating funds with adjacent counties
_____ (6) Other_____

13. Is the needs assessment process adequate to provide the necessary data to make decisions (Is more needed than the Juvenile Justice Indicators)?

14. What training/information is available from DYS for the Task Force regarding:
(A) Needs Analysis?

(B) Planning Process?

(C) Alternative Programs?

(D) Other Funding Source?

15. Does the county actively seek other funds (non-CBA) to meet the needs of youth? Yes_____ No_____
_____
_____
_____

16. Where does the county match come from?

17. Does the Task Force/County actively monitor the agencies receiving CBA money?
(A) Program Audits Yes_____ No_____
(B) Fiscal Audits Yes_____ No_____
(C) User Surveys Yes_____ No_____
(D) Other

18. In general, what are other strengths and weaknesses of this system?

CBA STUDY

Referral Agencies Questionnaire

Agency:_____ County:_____

Name of Person Completing Questionnaire:_____

1. Is your agency a member of or represented on the CBA Task Force?
   Yes_____ No_____

2. Does your agency receive CBA funds? Yes_____ No_____

3. To your knowledge are any of the CBA programs to whom you refer children/youth represented on the CBA Task Force?
   Yes_____ No_____

   If yes, which programs are represented?_____
   _____

4. What effect do you feel their representation/lack of representation has on each of the following?

	Helps	Hinders	No Effect
(A) Task Force Planning	_____	_____	_____
(B) Task Force Coordination	_____	_____	_____
(C) Task Force Allocation of Funds	_____	_____	_____

   Comments:_____
   _____
   _____

5. Has cooperation improved among youth-serving agencies (D.S.S., Courts, Schools, etc.) since the inception of the CBA program?
   Yes_____ No_____

   Please explain:_____
   _____
   _____

6. Has coordination of services improved among youth-serving agencies (D.S.S., Courts, Schools, etc.) since the inception of the CBA program?
   Yes_____ No_____

   Please explain:_____
   _____
   _____

7. From your perception and knowledge of the operation of the CBA Task Force, please rate its performance on the following roles.

	Very Poor						Very Good
(A) Planning	1	2	3	4	5	6	7
(B) Coordinating Services	1	2	3	4	5	6	7
(C) Prioritizing Needs	1	2	3	4	5	6	7
(D) Public Education	1	2	3	4	5	6	7
(E) Making Grant Decisions	1	2	3	4	5	6	7
(F) Monitoring Grantees	1	2	3	4	5	6	7
(G) Other_____	1	2	3	4	5	6	7

8. Is there a need to staff the Task Force? Yes/Part Time_____
Yes/Full Time_____
No_____

Please explain:_____
_____
_____

9. Does the Task Force planning process adequately/accurately prioritize the service needs of the county? Yes_____ No_____
If no, please explain:_____
_____
_____

10. Are there programmatic needs that are not funded (or are under-funded)?
Yes_____ No_____
(A) If yes, what are they?_____
_____
_____

(B) What would help meet these needs?
_____ (1) More money
_____ (2) Better allocation of funds
_____ (3) Better coordination of services
_____ (4) Regional programs (multi-county)
_____ (5) Pooling or consolidating funds with adjacent counties
_____ (6) Other_____

11. Additional comments:_____
_____
_____

PROGRAM SHEET

Complete 1 sheet for each CBA program in your county

For fiscal year 1982-1983, how many children/youth has your agency referred to:

Name of Program _____

Type of Program _____

	Male	Female	Total
White			
Black			
Indian			
Other			
Total			

From your perception and knowledge of this program, please rate it on each of the following:

A. Responding quickly to referrals
Very slow 1 2 3 4 5 6 7 Immediately

B. Providing services promised
Always Provide Service 1 2 3 4 5 6 7 Seldom Deliver Service

C. Quality of these services
Very Poor 1 2 3 4 5 6 7 Extremely Good

D. Qualifications of staff
Highly Qualified 1 2 3 4 5 6 7 Poorly Qualified

E. Working cooperatively with other agencies
Seldom Cooperative
1 2 3 4 5 6 7 Very Cooperative

F. Providing feedback regarding your referrals
Always 1 2 3 4 5 6 7 Never

G. Holding or participating in staffings of youth
Always 1 2 3 4 5 6 7 Never

H. Follow-up on youth after leaving program
Never 1 2 3 4 5 6 7 Always

Comments: _____

_____

APPENDIX II

State Summaries

SUMMARY

NORTH CAROLINA

COMMUNITY-BASED ALTERNATIVES PROGRAM

TARGET GROUP

Status offenders and youth who are at-risk of either being placed in a training school facility or entering into the juvenile justice system.

SUBSIDY TO LOCAL UNIT

The local unit to receive the subsidy can be a county or a regional grouping of counties.

PERFORMANCE FACTOR

There is no performance or charge-back feature to the program. The state does provide each county with a set of "juvenile justice indicators." Certain variables, such as the numbers and rate of secure detentions, jail lockups, training school commitments, school dropouts, complaints and petitions filed for delinquencies, runaways, and ungovernables, are suggested as indicators of what progress is being made. These same indicators are used for helping the county set priorities in its annual plan.

LOCAL INVOLVEMENT

The program "suggests" formation of task forces which are representative of the broad-based juvenile justice practitioners and community programs. This task force is an advisory group to the county board of commissioners. Rules and regulations promulgated by the Department of Youth Services allow for the certification of a task force if it meets certain standards.

COMPREHENSIVE PLAN

A plan is developed on a yearly basis by the advisory board. Needs are assessed and funding priorities developed. This plan should be the guideline when deciding what programs to fund.

SUBSIDY FORMULA

A base grant of $2,500 is given to each participating county. The remainder of the funds is distributed on a pro-rated basis according to the number of 10-to-17 year olds in the county.

VOLUNTARY PARTICIPATION

Any county or group of counties may decide to participate in the program. As of fiscal year 1983, all counties in the state are participating.

RESTRICTIONS ON THE USE OF FUNDS

The funds are aimed at at-risk youth between the ages of 10 to 17. Programs funded by the monies must be direct service in nature and, if they are residential, appropriately licensed by the relevant state and local licensing authorities. Recommendations for fundings emanate from the local task force and are approved by the county board of commissioners. These program agreements are then reviewed and approved by the Community-Based Alternatives Central Office.

Citation: G. S. 7A-289
Enacted: July 1975
Fiscal Year 1982 Appropriation: $4.5 million

SUMMARY

CALIFORNIA

COUNTY JUSTICE SYSTEM SUBVENTION PROGRAM

TARGET GROUP

The program attempts to reduce the numbers of adults and juveniles being sentenced to correctional facilities. The language of the bill indicates that one of the major goals is to "protect society from crime and delinquency by assisting counties and maintaining and improving local justice systems by encouraging greater selectivity in the kinds of juvenile or adult offenders retained in the community...." A second major goal is to "protect and care for children and youth who are in need of services as a result of truancy, running away, and being beyond control of their parents...."

SUBSIDY TO LOCAL UNIT

Recipient is the county.

PERFORMANCE FACTOR

The receipt of funds is contingent upon the county maintaining its funding year commitment rate of juvenile offenders to the Department of the Youth Authority below a base commitment rate. The base commitment rate is calculated by computing the ratio of new commitments to county population for the fiscal year 1973, 1974, 1975, and 1976. The average of these four rates is the base commitment rate per 100,000 population for the county.

A later amendment to the program provided an alternative commitment rate for those 14 counties whose commitments were very low - 30 or less per 100,000 population. These counties have the option of computing their commitment rate based upon fiscal years 1979 and 1980, the first two years of the Subvention Program. When calculating a commitment rate there are certain excludable offenses which are not counted. (See accompanying list.)

LOCAL INVOLVEMENT

Each participating county establishes an advisory group which includes criminal and juvenile justice system practitioners and representatives. This group assesses needs, prioritizes these needs, and solicits and reviews proposals. Recommendations for funding are then made to the county board of supervisors.

COMPREHENSIVE PLAN

A needs assessment plan is developed each year by the advisory board. Public hearings are also required, and all funding decisions are subject to the approval of the county board of supervisors. It should be noted that many of the advisory groups have full-time staff involved in the planning and administration of the funds.

SUBSIDY FORMULA

There are two basic options that a county can choose in computing their allocations. Option A is a per capita allocation formula. Option B is based upon the amount the county received in fiscal year 1978 for three programs: the camps, ranches, and school subsidy; the probation subsidy; and, AB 3121 reimbursements approved and paid. Violation of the performance factor could result in charge backs and withholding of funds.

VOLUNTARY PARTICIPATION

The statute allows any county to participate. However, the program provides a way to fund programs that had been mandated by a previous reform of the Juvenile Court Act, AB 3121 (Chapter 1071 of the 1976 statutes).

RESTRICTIONS ON THE USE OF FUNDS

There are seven program categories funded under this legislation:

- Improving local justice system offender-centered services offered by probation departments, county and city law enforcement agencies, the courts, and public and private agencies.
- Establishing and maintaining public and private adult correctional programs and facilities, including but not limited to, county jail programs, correctional rehabilitation centers, work furlough programs, vocational training programs, job placement services, pre-release planning services, and parkway houses.
- Operating local crime and delinquency prevention programs, including but not limited to, the establishment and maintenance of youth service bureaus.
- Providing public education and information regarding crime and delinquency prevention.
- Operating non-secure facilities, shelter care facilities, crisis resolution homes, counseling and educational centers, and home supervision programs for juveniles.
- Establishing and maintaining juvenile homes, ranches, camps, forestry camps, schools, day care centers, and the group homes for wards of the juvenile court.
- Funding those services and programs required to implement the provisions of the Juvenile Court Reform Act, creating Chapter 10 and 71 of the statutes of 1976, including but not limited to, services and programs provided by courts, district attorneys, probation officers, and public defenders.

Citation: Chapter 461 of the 1978 Statutes
Enacted: July 1978
Fiscal Year 1982 Appropriation: Approximately $62 million

CATEGORIES OF EXCLUDABLE OFFENSES

- Murder in the first or second degree.
- Attempted murder.
- Arson.
- Robbery with enhancements.
- Rape, or attempted rape.
- Kidnapping.
- Assault with intent to commit murder.
- Assault with a deadly weapon or instrument, or by force.
- Assault with chemicals.
- Trainwrecking.
- Any offense listed in Section 1203.06 or 1203.07 of the Penal Code.
- Any offense for which probation or suspension of sentence is prohibited by law.

Additional Excludable Offenses Effective January 1, 1980:

- Kidnapping, and inflicts great bodily injury.
- Burglary, first degree, and inflicts great bodily injury.
- Assault with intent to commit rape, sodomy, or robbery, and inflicts great bodily injury.
- Escape, and inflicts great bodily injury.
- Lewd and lascivious behavior.
- Oral copulation, by force, violence, duress, menace, or threat of great bodily harm.
- Penetration by any foreign object.
- Sodomy, by force, violence, duress, menace, or threat of great bodily harm.
- Aiding or abetting another in rape.

SUMMARY

WISCONSIN

FAMILY AND YOUTH AIDS INITIATIVE

TARGET GROUP

Juveniles age 10 to 17 who are considered at-risk. At-risk primarily is defined as juveniles who are returning from correctional institutions or those juveniles at-risk of being sent to correctional institutions as disposition.

SUBSIDY TO LOCAL UNIT

Recipient of Youth Aids monies is typically the county department of social services.

PERFORMANCE FACTOR

Essentially there is no performance factor in that counties purchase 100 percent of institutional services. The operating funds are provided through the department of social services who acts as a broker of services for both institutional care and community care. There is a panel that conducts staffings on all institutional commitments to establish a treatment plan and make a judgment about the appropriateness of the placement (Juvenile Offender Review Panel - JORP).

LOCAL INVOLVEMENT

The county establishes an advisory council, usually a Youth Aids planning board, which is responsible for the development of an annual comprehensive plan.

COMPREHENSIVE PLAN

A comprehensive plan is developed by the Youth Aids advisory board and is approved by the county social services and is submitted to the department of human services for final approval.

SUBSIDY FORMULA

The Wisconsin Youth Aids Subsidy Formula is based on the county's portion of 1980 statewide juvenile population percentage of serious juvenile offenses from 1975 to 1978 and the number of institutional placements for 1975 to 1978.

VOLUNTARY PARTICIPATION

Participation in the Youth Aids Program as like other states is optional although Youth Aids provides a funding mechanism for mandated state services for juvenile offenders.

RESTRICTIONS ON THE USE OF FUNDS

The use of Youth Aids dollars is limited to primarily delinquent youth who are at-risk of being sentenced to correctional institutions. Funds may also be expended for youth in need of protective services primarily due to status offenses. Monies may not be used for construction or for services that are the sole responsibility of other systems (e.g., mental health, education, or law enforcement).

Citation: 46.26
Enacted: 1979, initiated 1980
Fiscal Year 1984 Appropriation: $28,640,700

SUMMARY

MINNESOTA

COMMUNITY CORRECTIONS ACT*

TARGET GROUP

Both adults and juveniles. All juveniles are presumed eligible for community corrections, regardless of offense.

SUBSIDY TO LOCAL UNIT

Recipient is the county, or a group of cooperating counties in a regional plan.

PERFORMANCE FACTOR

The juvenile charge back remains in effect, with a per diem charge of $56 in 1983, regardless of length of confinement. Charges are assessed against the county's subsidy at the end of each quarter.

LOCAL INVOLVEMENT

The county must set up an advisory board that is responsible for the development of the annual comprehensive plan. By statute, the board consists of at least nine members representative of law enforcement, prosecution, the judiciary, education, corrections, ethnic minorities, the social services, and the lay citizen. A wide range of programs is allowed, including ones not aimed at reducing state imprisonment.

COMPREHENSIVE PLAN

Developed each year by advisory board, approved by the county governing board, and submitted to the commissioner of corrections for final approval.

SUBSIDY FORMULA

Formula compares individual county to the state average for a) per capita income, b) per capita taxable value, c) per capita expenditure per 1,000 population for corrections purposes, and d) percent of county population aged 6-30. Resulting factor divided by four and then multiplied by an annual appropriation factor of $10 in 1983.

VOLUNTARY PARTICIPATION

Statute allows any county to participate if it meets requirements, but funding has not been available for new counties since 1981. A total of 27 counties are currently participating, representing 60 percent of the state's population.

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*Source - A Guide to Community Corrections Legislation, Patrick D. McManus and Lynn Zeller Barclay, April 1983.

RESTRICTIONS ON USE OF FUNDS

A county must maintain its pre-participation level of local corrections spending; the community corrections subsidy is for correctional purposes in excess of that level.

Citation: M. S. 401.01 - 401.16
Enacted: Passed in 1973
Fiscal Year 1984-1985 Biennium Appropriation Request: $20 million

SUMMARY

KANSAS

COMMUNITY CORRECTIONS ACT*

TARGET GROUP

Both adults and juveniles. Juvenile offenders adjudicated for behavior that is the equivalent of a misdemeanor or D or E felony, except for sex offenses or aggravated assault. (Misdemeanor offenses can result in a youth center commitment in Kansas.)

SUBSIDY TO LOCAL UNIT

Recipient is the county, or a group of cooperating counties in a regional plan.

PERFORMANCE FACTOR

A charge back is assessed for each person in the target group sent to a youth center. For juveniles, there is a one-time charge of $3,000 for the first-year commitments and $6,000 for commitments in the second and all subsequent years. Charges are assessed against the county's subsidy payment at the end of each quarter.

LOCAL INVOLVEMENT

The county must set up an advisory board that is responsible for the development of the annual comprehensive plan. By statute, the board includes the sheriff, chief of police, administrative judge, probation officer, prosecutor, education, and six citizen representatives appointed by the city and county. A wide range of programs is allowed, including ones not aimed at reducing state imprisonment.

COMPREHENSIVE PLAN

Developed each year by advisory board, approved by the county commissioners, and submitted to secretary of corrections for final approval.

SUBSIDY FORMULA

Formula compares individual county to the state average for a) per capita income, b) per capita adjusted valuation, c) crimes per 1,000 population, and d) percent of county population aged 5-29. Resulting factor divided by four and then multiplied by an annual appropriation factor ($5 in 1978-1983). Counties can receive 70 percent of the subsidy

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*Source - A Guide to Community Corrections Legislation, Patrick D. McManus and Lynn Zeller Barclay, April 1983.

the first year, 90 percent in the second, and 100 percent in the third and subsequent years.

VOLUNTARY PARTICIPATION

Statute allows any county to participate if it meets requirements, but state has placed an indefinite "lid" on the number of counties participating. Nine counties participate and make up 48 percent of the state's population.

RESTRICTIONS ON THE USE OF FUNDS

A county must maintain its pre-participation level of local corrections spending so that the funds are used for new programs only.

Citation: K. S. A. 75-5290 et seq.
Enacted: Passed in 1978 but implementation was delayed until 1980 due primarily to technical statutory problems.
Fiscal Year 1983 Appropriation: $2.9 million